

Message Text

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AMEMBASSY HELSINKI

AMEMBASSY MOSCOW

AMCONSUL HONG KONG

AMEMBASSY VIENNA

C O N F I D E N T I A L STATE 071121

TODEP50 ZFF HONG KONG ONLY

E. O. 11652: GDS

TAGS: PFOR, OCON, NATO, XG

SUBJECT: CSCE: INITIAL MEETING OF FOREIGN MINISTERS

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HELSINKI FOR USDEL MPT; VIENNA FOR USREP MBFR

1. WE BELIEVE ALLIES COULD USEFULLY BEGIN CONSULTATIONS IN NEAR FUTURE TO DEVELOP A CONSENSUS ON THE NATURE, CONDUCT AND APPROXIMATE DURATION OF MEETING OF FOREIGN MINISTERS TO OPEN CSCE. WE UNDERSTAND THAT FINNISH PLANNING IS PROCEEDING ON THE BASIS OF A JUNE 25 OPENING DATE, WHICH WOULD BE ACCEPTABLE TO US. ESSENTIAL PURPOSE OF INITIAL CSCE MINISTERIAL SHOULD BE TO PROVIDE POLICY GUIDANCE FOR NEGOTIATIONS THAT WILL FOLLOW DURING COMMITTEE PHASE. MINISTERS' STATEMENTS, IN WHICH THEY WILL UNDOUBTEDLY WISH TO ADDRESS MAJOR CSCE POLICY ISSUES, AND ALSO THEIR INFORMAL CONSULTATIONS WITH COLLEAGUES OUTSIDE OF PLENARY SESSIONS, WILL SET POLICY FRAMEWORK FOR MORE DETAILED AND TECHNICAL DISCUSSIONS DURING COMMITTEE PHASE. HOWEVER, WE WOULD NOT WISH -- AND DO NOT BELIEVE THAT MOST OTHER MINISTERS WOULD WISH -- TO CARRY OUT EXTENSIVE NEGOTIATIONS ON POINTS OF SUBSTANCE DURING THIS INITIAL MEETING.

2. ASSUMING GENERAL CONSENSUS ON ABOVE, IT WOULD SEEM POSSIBLE TO ENVISAGE A MEETING ENTAILING PERHAPS 7 OR 8 WORKING DAYS, ON ASSUMPTION THAT OPENING CEREMONIES AND ROUND OF FORMAL STATEMENTS WOULD TAKE APPROXIMATELY 4 DAYS, LEAVING 3-4 DAYS FOR DISCUSSION AND FINAL AGREEMENT ON DOCUMENTS EMERGING FROM MPT AND ON A MINIMAL NON-SUBSTANTIVE COMMUNIQUE.

3. IT WOULD ALSO SEEM APPROPRIATE TO SEEK ALLIED CONSENSUS ON FOLLOWING SPECIFIC MATTERS WITH RESPECT TO INITIAL MINISTERIAL: AGENDA OF MEETING; RULES OF PROCEDURE; NATURE AND CONTENT OF FINAL COMMUNIQUE. THERE FOLLOW OUR PRELIMINARY THOUGHTS ON EACH OF THESE TOPICS, WHICH YOU MAY TABLE, OR DRAW UPON IN ORAL PRESENTATION, AS BASIS FOR FURTHER DISCUSSION. BEGIN TEXT:

I. AGENDA

FOLLOWING MIGHT CONSTITUTE AGENDA OF THE MEETING:

A. OPENING CEREMONY. (PRESUMABLY WELCOMING
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STATEMENT BY HOST COUNTRY FOREIGN MINISTER, FOLLOWED BY RESPONSE, ON BEHALF OF ALL PARTICIPANTS, DELIVERED BY FOREIGN MINISTER OF COUNTRY WHOSE LOCALLY ACCREDITED AMBASSADOR IS DEAN OF DIPLOMATIC CORPS).

B. SELECTION OF CHAIRMAN. (FOREIGN MINISTER WHOSE LOCALLY ACCREDITED AMBASSADOR IS DEAN OF THE DIPLOMATIC CORPS COULD NOMINATE HOST COUNTRY FOREIGN MINISTER AS CHAIRMAN. THIS METHOD OF PROCEEDING COULD BE AGREED UPON INFORMALLY, IN ADVANCE, AT MPT.)

C. FORMAL STATEMENTS BY MINISTERS. (ASSUMING 30 MINUTES PER STATEMENT AND 5 HOURS OF PLENARY SESSIONS DAILY, APPROXIMATELY 3-1/2 DAYS WOULD BE REQUIRED TO COMPLETE ROUND OF OPENING STATEMENTS BY 34 FOREIGN MINISTERS.)

D. ADOPTION OF RULES OF PROCEDURE. (SEE BELOW FOR DISCUSSION OF THIS TOPIC.)

E. ADOPTION OF CSCE AGENDA.

F. APPROVAL OF INSTRUCTIONS FOR PHASE II OF CSCE, INCLUDING MANDATES FOR RELEVANT COMMITTEES AND SUB- COMMITTEES.

G. APPROVAL OF FINAL COMMUNIQUE (SEE BELOW)

(WITH RESPECT TO ITEMS E AND F, MINISTERS WILL HAVE BEFORE THEM DOCUMENTS EMERGING FROM MPT REFLECTING A BROAD MEASURE OF CONSENSUS. THEY WILL THUS WISH TO REVIEW AND APPROVE THOSE TEXTS, THEREBY SIGNIFYING THEIR

AGREEMENT UPON:

- CSCE AGENDA;
- TITLES OF PHASE II COMMITTEES AND SUBCOMMITTEES AND TEXTS OF THEIR ASSOCIATED MANDATES;
- SITE AND OPENING DATE OF PHASE II;

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- POSSIBLY ALSO GENERAL WORKING METHODS OF PHASE II COMMITTEES, INCLUDING CHAIRMANSHIP, RULES OF PROCEDURE, ETC.

IN THE EVENT THAT DOCUMENTS EMERGING FROM MPT ARE NOT FULLY AGREED WITH RESPECT TO ALL OF THESE ISSUES, MINISTERS WILL WISH TO DECIDE WHETHER TO RESOLVE DISPUTED POINTS THEMSELVES OR TO REMAND THEM TO PHASE II COMMITTEES FOR FURTHER NEGOTIATION.)

II. RULES OF PROCEDURE FOR MINISTERIAL MEETING (CSCE PHASE I)

PRESUMABLY BRIEF RULES OF PROCEDURE ALONG LINES OF THOSE AGREED FOR THE MPT COULD BE PROPOSED TO MINISTERS FOR THEIR APPROVAL AS RULES OF PROCEDURE FOR THEIR INITIAL MEETING. IT WOULD BE USEFUL TO THIS END TO DEVELOP AN

ALLIED DRAFT FOR THE INITIAL MINISTERIAL WITH REASONABLE SPEED. RULES OF PROCEDURE FOR PHASE II COULD BE HANDLED AS A DISCRETE ISSUE.

III. FINAL COMMUNIQUE.

THIS DOCUMENT, WE BELIEVE, SHOULD BE STRAIGHT-FORWARD IN STYLE AND UNPRETENTIOUS IN CONTENT. THE ALLIES SHOULD RESIST ANY ATTEMPT BY OTHER PARTICIPANTS (A) TO PREJUDGE, IN PHASE I COMMUNIQUE, SUBSTANTIVE ISSUES THAT SHOULD BE SUBJECT OF DETAILED NEGOTIATION IN CSCE PHASE II AND FINAL RESOLUTION IN PHASE III, OR (B) TO OBTAIN PREMATURE COMMITMENT TO A SECOND DECISION- MAKING GATHERING AT A HIGH LEVEL.

COMMUNIQUE MIGHT BEGIN WITH INTRODUCTORY PASSAGE IN WHICH MINISTERS WOULD EXPRESS SATISFACTION AT OPENING OF CSCE AND THE HOPE THAT CONFERENCE WILL BRING PRACTICAL RESULTS ENHANCING THE SECURITY AND COOPERATION OF EUROPE. COMMUNIQUE COULD THEN PROCEED TO REGISTER THE DECISIONS OF MINISTERS ON QUESTIONS DISCUSSED IN I (G) ABOVE.

MECHANICS OF COMMUNIQUE DRAFTING MIGHT RESEMBLE THOSE OF NATO MINISTERIAL MEETINGS. SHORTLY AFTER OPENING OF SESSION, IT COULD BE AGREED INFORMALLY THAT A CONFIDENTIAL

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COMMUNIQUE DRAFTING GROUP WOULD MEET TO WORK OUT ACCEPTABLE FORMAT AND PREAMBULAR OR INTRODUCTORY LANGUAGE ALONG LINES SUGGESTED PRECEDING PARAGRAPH. HOPEFULLY AGREEMENT ON THESE MATTERS COULD BE REACHED BY END OF ROUND OF OPENING STATEMENTS SO THAT MINISTERS COULD BEGIN REVIEWING DRAFT SHORTLY THEREAFTER. REMAINDER OF COMMUNIQUE TEXT WOULD, OF COURSE, BE DETERMINED BY DECISIONS ADOPTED BY MINISTERS ON SPECIFIC TOPICS LISTED IN I (V) ABOVE. END TEXT.

4. YOU COULD ADD THAT, FOLLOWING NATO DISCUSSIONS OF THESE MATTERS AND HOPEFULLY ACHIEVEMENT OF GENERAL CONSENSUS AMONG ALLIES, IT WOULD THEN SEEM APPROPRIATE, DURING LATER STAGE OF MPT IN HELSINKI, TO INFORM WARSAW PACT AND NEUTRAL STATES OF GENERAL ALLIED VIEWS CONCERNING NATURE, CONDUCT AND DURATION OF INITIAL MINISTERIAL. IT WILL BE IMPORTANT, WE BELIEVE, TO REACH PRIOR INFORMAL UNDERSTANDING AMONG ALL MAJOR CSCE PARTICIPANTS ON THESE MATTERS TO AVOID SURPRISES AND TO ENSURE THAT INITIAL MINISTERIAL PROCEEDS AS SMOOTHLY AS POSSIBLE.

5. FINALLY, AT APPROPRIATE TIME, ALLIES SHOULD BEGIN TO DRAFT INTRODUCTORY OR PREAMBULAR LANGUAGE THAT THEY WOULD SUPPORT FOR INCLUSION IN CSCE PHASE I MINISTERIAL

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<< END OF DOCUMENT >>

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